

**City of Greensboro Planning Department  
Zoning Staff Report  
March 14, 2005 Public Hearing**

*The information provided in this staff report has been included for the purpose of reviewing proposed zoning changes. Since the zoning process does not require a site plan, there may be additional requirements placed on the property through the Technical Review Committee process to address subdivision and development regulations.*

**Item:** I  
**Location:** 2201 North Elm Street (Northwest quadrant of North Elm Street and West Cornwallis Drive)

**Applicant:** Shalom Community Christian Church  
**Owner:** Shalom Community Christian Church

**From:** Limited Office  
**To:** Conditional District – Limited Business

**Conditions:** 1) Uses are limited to those uses listed in the Business, Professional and Personal Services section of the Limited Business zoning classification.  
2) The building will be of a brick façade.  
3) The building shall be limited to two stories in height.  
4) There shall be a maximum of one access point on N. Elm Street and one access point on Cornwallis Drive.

SITE INFORMATION	
<b>Max. Developable Units &amp; Density</b>	N/A
<b>Net Density of Developable Land</b>	N/A
<b>Existing Land Use</b>	Shalom Community Christian Church
<b>Acreage</b>	1.323
<b>Physical Characteristics</b>	<i>Topography:</i> Sloping southward <i>Vegetation:</i> Vegetative buffer on western property line / some mature trees <i>Other:</i> N/A
<b>Overlay Districts</b>	N/A
<b>Historic District/Resources</b>	N/A
<b>Generalized Future Land Use</b>	Mixed Use Commercial
<b>Other</b>	N/A

SURROUNDING ZONING AND LAND USE		
Location	Land Use	Zoning
<i>North</i>	Single Family Residential	RS-12
<i>South</i>	Single Family Residential / Morgan Keegan & Ivy Mortgage	LO, CD-LB
<i>East</i>	St. Pius X School	GO-M
<i>West</i>	Single Family Residential	RS-12

<b>ZONING HISTORY</b>		
<b>Case #</b>	<b>Year</b>	<b>Request Summary</b>
		This property has been zoned Limited Office since July 1, 1992. Prior to the implementation of the UDO it was zoned Institutional 100.

<b>DIFFERENCES BETWEEN LO (EXISTING) AND CD-LB (PROPOSED) ZONING DISTRICTS</b>
<b>LO:</b> Primarily intended to accommodate low intensity medical, professional, administrative, and government office uses on small to mid-sized sites near residential areas.
<b>CD-LB:</b> Primarily intended to accommodate moderate intensity shopping and services close to residential areas. The district is established to provide locations for businesses which serve nearby neighborhoods. The district is typically located near the intersection of collectors or thoroughfares in areas which are otherwise developed with residences.

<b>TRANSPORTATION</b>	
<b>Street Classification</b>	N. Elm Street – Major Thoroughfare, Cornwallis Drive – Minor Thoroughfare.
<b>Site Access</b>	A maximum of one access point per street frontage (condition #4) as far away from the intersection as possible will be approved by GDOT.
<b>Traffic Counts</b>	N. Elm Street ADT = 21,091, Cornwallis Drive ADT = 12,091.
<b>Trip Generation</b>	24 Hour Weekday = 1,495, AM Peak Hour = 93, PM Peak Hour = 247.
<b>Sidewalks</b>	Existing.
<b>Transit</b>	Yes.
<b>Traffic Impact Study</b>	Required per Development Ordinance. See the Additional Information section of this staff report for the Executive Summary of the TIS.
<b>Street Connectivity</b>	N/A.
<b>Other</b>	N/A.

<b>ENVIRONMENTAL REVIEW</b>	
<b>Water Supply Watershed</b>	No, North Buffalo Creek
<b>Floodplains</b>	None
<b>Streams</b>	None
<b>Other</b>	36" pipe under parking lot near SW property corner requires 20' drainage easement centered on the pipe. No structures can encroach into easement.

LANDSCAPING REQUIREMENTS	
Location	Required Planting Yard Type and Rate
<i>North</i>	Type B Yard - 30' avg. width; 3 canopy/100'; 5 understory/100', 25 shrubs/100'
<i>South</i>	Street Yard - 8' avg. width; 2 canopy/100', 4 understory/100', 17shrubs/100'
<i>East</i>	Street Yard - 8' avg. width; 2 canopy/100', 4 understory/100', 17shrubs/100'
<i>West</i>	Type B Yard - 30' avg. width; 3 canopy/100'; 5 understory/100', 25 shrubs/100'

## CONNECTIONS 2025 COMPREHENSIVE PLAN POLICIES

### Connections 2025 Written Policies:

*Reinvestment/Infill Goal:* Promote sound investment in Greensboro's urban areas, including Center City, commercial and industrial areas, and neighborhoods.

*POLICY 4C:* Promote new patterns and intensities of use to increase economic competitiveness and enhance quality of life in urban areas.

*POLICY 7C.3:* Identify brownfield sites and ***underutilized***/abandoned properties and buildings and expedite opportunities for development.

### Connections 2025 Map Policies:

*The area requested for rezoning lies within the following map classifications:*

*Mixed Use Commercial:* This designation is intended to promote a mix of uses, of which various commercial uses remain predominant, but where residential, service, and other uses are complementary. Where applied to older highway corridors characterized by "strip" commercial uses, the intent is to encourage infill and redevelopment for a more diverse and attractive mix of uses over time. Examples include residential units over commercial uses or a wider array of economically viable uses to replace obsolete uses. Such areas also may represent opportunities for the introduction of substantial higher density and/or mixed-income housing, with negligible impacts on, or resistance from, nearby single-family neighborhoods. Ensuring that buildings are of the appropriate scale and intensity is critical, as is ensuring that sites are designed in a coordinated, as opposed to a lot-by-lot, manner. New "strip" commercial development is discouraged.

## CONFORMITY WITH OTHER PLANS

*The following aspects of relevant plans may be applicable in this case:*

**City Plans:** N/A

**Other Plans:** N/A

## STAFF COMMENTS

**Planning:** Prior to the implementation of the UDO this property was zoned Institutional 100. That zoning classification would have permitted the uses which this application proposes, including a bank that is located within an office building.

Staff feels that this proposal which limits the property to Business, Professional and Personal Service uses is a reasonable request at this location. Many of the uses in that section of the Permitted Use Schedule are professional offices of various types and neighborhood-serving uses such as beauty shops, clothing alterations/repairs, and coin-operated laundromats.

This request is consistent with the Mixed Use Commercial designation on the Generalized Future Land Use Map of Connections 2025. It also is consistent with the Reinvestment/Infill goal and two policies that are mentioned above. If the church is no longer viable at this location, this proposal offers the opportunity for a suitable adaptive reuse of the property.

**GDOT:** The intersection of Cornwallis Drive and N. Elm Street has been identified as a highly congested intersection by the City of Greensboro's Congestion Management Program. The TIS that was completed for this development corroborates this finding. The existing Level of Service for this intersection is E and will deteriorate to a LOS of F in the future. At the time of plan review, right of way may need to be reserved/dedicated for future roadway improvements to improve the capacity of this intersection.

**Water Resources:** No additional comments.

## STAFF RECOMMENDATION

Based on all the information contained in this report, the Planning Department recommends approval.

## ADDITIONAL INFORMATION

### **Proposed Maxwell Commercial Development - Traffic Impact Study**

Prepared for Maxwell Commercial Real Estate Services

**February 1, 2005**

### **Executive Summary**

Maxwell Commercial Real Estate Services proposes to rezone a property at the corner of Cornwallis Road @ North Elm Street (see figure 1) in Greensboro, NC. The site plan proposes 8,000 square feet of office and a 4,000 square foot bank in a 12,000 square foot building. The petitioner proposes to have two access points; one on Cornwallis Street and one on North Elm Street.

The City of Greensboro has requested a traffic analysis to determine the effect of this proposed project. Transportation engineering consultant firm *John Davenport Engineering Inc.* was contracted to provide the traffic study for this proposed development. The following intersections were included in the study:

- Cornwallis Street @ North Elm Street
- Cornwallis Street @ Proposed access point
- North Elm Street @ Proposed access point

These intersections were analyzed for 2005 existing conditions (where applicable), No-build conditions, and Full build-out conditions. The site is proposed to be built-out by 2007.

This proposed development is expected to generate approximately 1,495 daily weekday trips; with 93 trips during the AM peak and 247 trips during the PM peak (see table 1). The following is a level of service table for the projected impact of this development.

Table 2 - Level of Service Summary						
Intersection	AM Peak			PM Peak		
	2005 Existing	2007 No Build	2007 Buildout	2005 Existing	2007 No Build	2007 Buildout
North Elm @ Cornwallis	D (44.4)	D (52.4)	D (54.6)	E (67.1)	F (87.0)	F (91.8)
North Elm @ proposed driveway			F (57.8)			F (707.4)
Cornwallis @ proposed driveway			C (19.7)			D (30.8)

The following are the recommendations for improvements made in this report:

#### North Elm Street @ Cornwallis Street

- Improvements currently in place include left turn lanes on all approaches and protected left turn movements. Also, the City of Greensboro has recently optimized the timing of the signal. Despite all of this, the intersection operates poorly and is expected to operate poorly for the foreseeable future without major geometric improvements, which are not planned at this time. Consequently, there are no improvements that the developer can make to improve operation.

#### North Elm Street @ proposed access point

- Analysis indicates that traffic will queue back across this driveway during the PM peak, virtually restricting it to a right-in/right-out access point by default. However, during most of the day, traffic should be able to enter and exit with minimal delay. To better facilitate this, it is recommended that the three-lane cross section at the intersection at Cornwallis Street be extended north beyond this driveway to provide space for northbound left turning traffic. This can be accomplished by re-striping the existing roadway.

#### Cornwallis Street @ proposed access point

- Re-stripe the existing left turn lane at North Elm Street to allow for left turns into the proposed access point.

Based on all available data, the trips from the proposed development will have a minimal impact on the surrounding roadways. The proposed improvements on Cornwallis and North Elm Streets will allow for better ingress and egress at the site entrances. As stated before, there are no improvements that the developer can be expected to make that would improve the operation of North Elm Street and Cornwallis Street. Overall, the construction of this development should not adversely affect the surrounding area.

